

U.S. Department of Agriculture
Washington, D.C. 20250

DEPARTMENTAL REGULATION		Number: 1010-001
SUBJECT: Organization	DATE: July 3, 1996	
	OPI: Human Resources Management	

1 PURPOSE

This regulation establishes policy and procedures to be followed when making organizational changes in the Department.

2 SPECIAL INSTRUCTIONS/CANCELLATION

- a Departmental Regulation 1010-1, September 29, 1994 is superseded.
- b The principal changes to DR 1010-1 dated September 29, 1994, are:
 - (1) The requirement that agencies/staff offices conduct a civil rights impact analysis and submit it along with reorganization proposals as set forth in Appendix A; and
 - (2) The cancellation of Office of Management and Budget (OMB) Circular A-105 relating to Standard Federal Regions and Headquarters locations.

3 AUTHORITY

This regulation is published in accordance with the following authority:

- a Vested in the Secretary of Agriculture under 5 U.S.C. 301 and Reorganization Plan No. 2 of 1953 (7 U.S.C. Section 2201)
- b Redelegated to the Assistant Secretary for Administration under 7 CFR 2.24, and

- c Further redelegated to the Director of Personnel, under 7 CFR 2.92(a)(15).

4 POLICY

The following principles govern organizational design within the Department. Organizational structures should be designed to:

- a Establish business practices to provide the highest level of customer service at the lowest possible cost.
- b Reduce overhead expenses. Reorganizations should reduce administrative costs by encouraging the use of facility colocation, shared office space, consolidated support services, and by consolidating support functions into administrative centers whenever possible.
- c Eliminate unnecessary supervisory positions and organizational levels.
- d When appropriate, flatten existing organizational structures and empower employees engaged in providing direct service to the customer.
- e To the extent possible, protect workforce diversity gains; ensure employment opportunity and ensure access to USDA programs.

5 DEFINITIONS

- a General Officers. A USDA official who reports directly to the Secretary of Agriculture.
- b Mission Area. All the agencies, services, and/or offices reporting to an Under/Assistant Secretary.
- c Agency, Service, or Office. A major line or program organization of the Department headed by an Administrator (or equivalent) who reports to the Secretary, Deputy Secretary, an Under/Assistant Secretary, or a General Officer.
- d Unit. Any organizational component.
- e Division. An organizational component which reports to the lowest-level administrator (or equivalent) within an agency, service, or office.

f Region. A geographic area resulting from the primary division of the United States into groups of two or more States.

g Regional Office. An office physically within the geographical boundaries of a region that has overall responsibility for the region. The regional office reports directly to agency headquarters.

h Sub-regional Structure. Any Federal field structure that consists of subdivisions of regions into smaller geographic areas.

6 CHANGES REQUIRING DEPARTMENTAL APPROVAL

The following changes must be approved in advance by the Assistant Secretary for Administration.

a Establishment of an agency, service, or office.

b Establishment, abolishment, or transfer of:

(1) An agency headquarters unit down to and including the division level or equivalent, with the exception of those transfers included in Section 9,

(2) A unit which reports directly to the head of an agency, service, or office.

(3) A regional structure or office.

c Abolishment or transfer to another Congressional district of a unit or office outside of headquarters.

7 RESPONSIBILITIES

Responsibilities are assigned in the following manner:

a Requesting Mission Area, Agency, Service, or Office to:

(1) Consult with union bargaining units and Partnership Councils as appropriate.

(2) Work through the appropriate policy officials and the Office of Congressional Relations to consult with appropriate members of Congress when closing or relocating any unit as described in Section 6 c. Notification should be made prior to submission of the reorganization proposal.

(3) Prepare and submit the documentation required under Sections 8 and 9 of this Regulation to the Director of Human Resources Management, through the appropriate program Under/Assistant Secretary.

b Policy, Analysis, and Coordination Center (PACC) - Human Resources Management will:

(1) Provide organization consultation advice and assistance to agencies and staff offices prior to and after submission of reorganization proposals.

(2) Review proposals for completeness and adequacy of documentation, coordinate review by Departmental staff offices, conduct an independent analysis of proposals, and prepare and forward recommendations of approval/disapproval to the Assistant Secretary for Administration.

(3) Assign two-digit agency codes and advise the Office of Personnel Management and the National Finance Center of these codes.

c Departmental Administration Staff Offices, the Office of Budget and Program Analysis, and the Office of the Chief Financial Officer will:

(1) Provide consultation advice and review proposals for compliance with relevant policies and regulations, as well as issues in their respective areas.

(2) Submit written comments on proposals to PACC - Human Resources Management within the specified time frame or attend roundtable discussions to provide comments on time-critical reorganization proposals.

8 SUBMISSION OF PROPOSALS

All proposals will include one original and nine copies. Reorganization proposals will be signed by the Under/Assistant Secretary or General Officer and sent to the Director of Human Resources Management. All proposals must include:

- a A brief narrative statement covering:
 - (1) Changes proposed and rationale for those changes.
 - (2) Anticipated changes to the agency's budget including cost increases and source of funding or cost savings.
 - (3) One-time costs associated with the reorganization including relocation costs, severance pay, buy outs, retraining, outplacement services, and lease termination costs.
 - (4) Prior Congressional notification when warranted, indicating who was contacted and when they were contacted.
- b An organization chart with the original signatures of the agency head and the appropriate Under/Assistant Secretary or the Chief Financial Officer.
- c Revised functional statements for all impacted units, down to and through the division level. (See Appendix B)
- d Revised Delegations of Authority (7 CFR Part 2) when warranted.
- e A summary table for those organizational units with proposed changes in positions and/or funding. (See Appendix C).
- f A civil rights impact analysis as set forth in Appendix A.

9 CHANGES REQUIRING DEPARTMENTAL NOTIFICATION

The following changes require only written notification to PACC-Human Resources Management within 30 days of the change. Notification is required to ensure that the Department's organization records are current. Changes requiring notification include:

- a Name changes of divisions or staffs.

- b Realignment of reporting lines of divisions or staffs among top policy officials in an agency.
- c Consolidation of divisions which result in NO changes to staffing or funding levels.

The following documentation should accompany the notification to PACC - Human Resources Management:

- a A narrative statement describing the changes made.
- b An organization chart with the original signatures of the agency head and the appropriate Under/Assistant Secretary.
- c Revised functional statements for all impacted units, down to and including the division level.

10 CHANGES REQUIRING INCIDENTAL TRANSFER AGREEMENTS

Incidental Transfer Agreements (ITA) are only required to support the movement of functional assignments between two USDA agencies or staff offices. The ITA's cover personnel, funds, property, space, records and other details that are impacted by the transfers. (See Appendix D)

When there is a transfer of functions between agencies or staff offices of the Department, preparation of the ITA shall be the responsibility of the agency or staff office giving up the functions. This document shall be cleared by PACC - Human Resources Management prior to routing for signature.

The ITA is to be signed by the following in the following order:

- a The head of each agency or staff office involved in the transfer;
- b The Under Secretary or Assistant Secretary responsible for the mission areas involved in the transfer;
- c The Director, Office of Operations;
- d The Director of Human Resources Management,
- e The Director, Office of Budget and Program Analysis;

f The Assistant Secretary for Administration.

The agency giving up the functions shall provide a copy of the ITA to PACC- Human Resources Management immediately after final approval by the Assistant Secretary for Administration.

When an organization change necessitates both a reorganization proposal and an ITA, the ITA should accompany the reorganization proposal.

Signed By:

DAN GLICKAMN

APPENDIX A

CIVIL RIGHTS IMPACT ANALYSIS

1 INTRODUCTION

This guidance describes the information needed to effectively evaluate the civil rights impacts of major policy actions requiring approval under DR 1010-1. It also describes the factors agencies will consider when determining civil rights impacts, identifying viable alternatives that will eliminate or mitigate unfavorable impacts, implementing strategies to overcome them, and establishing processes to monitor and evaluate progress.

CIVIL RIGHTS IMPACTS (hereafter referred to as IMPACTS) are the effects of major policy actions on the rights and opportunities of minorities, women, and persons with disabilities who are employees or applicants for employment within USDA. A CIVIL RIGHTS IMPACT ANALYSIS is conducted to determine the scope, intensity, direction, duration, and significance of impacts resulting from an Agency's proposed employment actions and activities. Such an analysis is required to determine civil rights impacts prior to and during the implementation of major policy actions.

2 REQUIREMENTS

a Agencies will conduct civil rights impact analyses that:

- (1) Identify the factors that may impact minorities, women, and persons with disabilities;
- (2) Project or estimate the extent to which minorities, women, and persons with disabilities will be impacted; and
- (3) Describe the criteria/rationale(s) used to make projections/estimates.

b Prepare civil rights impact statements that include:

- (1) Determinations of impact(s);
- (2) Comparisons of feasible alternatives that could eliminate or mitigate unfavorable impacts; and
- (3) Identification of proposed actions to eliminate/mitigate unfavorable impacts.
- (4) Certifications that Agency Civil Rights Directors were actively involved in the planning and implementation of reorganization proposals from a civil rights perspective;

c Develop plans of action to ensure that approved strategies and actions established to eliminate/mitigate unfavorable impacts are implemented.

d Monitor and evaluate implementation of plans of action and report progress to Policy, Analysis, and Coordination Center - Civil Rights (PACC-CR). Timetables for reporting will be negotiated on a case-by-case basis.

e Civil Rights Directors will:

- (1) Participate in formulating major policy actions having potential impacts from conception through completion;
- (2) Serve as members of any committees, teams, or other groups established to develop recommendations, proposals, or to study possible impacts;
- (3) Provide leadership and technical expertise in developing the impact analysis and statement; and,

3 PROCESS

The following steps will be completed in conducting an impact analysis:

a Describe proposed action.

Describe the proposed actions by goals, objectives, operations, and environment. This serves to direct the Civil Rights staff, the agency, and appropriate audiences to the action's primary goals and consequent courses of action.

b Collect, verify, and interpret relevant information and data.

(1) Analyze Work Force Characteristics by type of appointment, RSNOD, grade, working title, job series and full performance level:

(a) Current composition of the total work force;

(b) Number and percentage of employees potentially impacted by the policy action in units being reorganized, transferred, etc.; and

(c) Personnel placements (new hires, promotions, lateral transfers) for the six-month period prior to submission of the proposal. Indicate any of these positions that have been designated "successor" positions. List the criteria used in designating "successor" positions.

(2) Compare the proposed organization to the existing organization.

(3) Analyze Quality of Environment Characteristics.

In situations where a major policy action entails a physical move to another geographic location, develop descriptive information summarizing the major characteristics of the new environment that may have civil rights impacts. For example:

- (a) Demographics
- (b) Transportation
- (c) Cost of Living
- (d) Housing
- (e) Child Care
- (f) Education/School Systems
- (g) Health Care
- (h) Job Opportunities/Unemployment
- (I) Recreation/Entertainment
- (j) Labor Unions/Organizations
- (k) Other

(4) When agencies establish committees, teams, or other groups to develop recommendations, proposals, or to study possible impacts in the areas shown above, they will identify the composition of such groups by race, sex, national origin, and disability.

(5) Where implementation of proposed policy actions will occur over more than six months, establish procedures for providing ongoing information to PACC-CR that address:

(a) Periodic summaries (exact timetables to be established on a case-by-case basis) of voluntary and involuntary separations, recruitment, and hiring.

(b) Staffing patterns for new organizational units as they become operational which identify vacancies, hires, competitive and noncompetitive promotions, and reassignments/lateral transfers.

(c) Comparison of attrition (retirements, early-outs, voluntary and involuntary separations, etc.) prior to reorganization and subsequent to becoming fully staffed.

c Identify impacts. (If none, discontinue analysis and report results in the Civil Rights Impact Statement)

Identify unfavorable impacts based on descriptive information under Requirements, II B(1) and (2). (For example, a significant voluntary or involuntary separation rate projected for Black males employed in the current location in a situation where demographics for the new location show a lower representation of Black males would be considered an unfavorable impact because of the effect of these losses on overall representation of Black males.)

d Formulate and evaluate alternative(s).

Identify feasible actions that could offset unfavorable impacts (short term and/or long term).

e Draw conclusions and select the most feasible action(s)/alternative(s).

Select most feasible alternatives/action(s) based on overall needs and consideration of all major factors related to the proposed policy action.

f Develop plan of action. Develop a plan of action that identifies all unfavorable impacts and the actions that will be taken to eliminate or mitigate them.

APPENDIX B
FUNCTIONAL STATEMENT
(SAMPLE)

UNITED STATES DEPARTMENT OF AGRICULTURE

RURAL HEALTH SERVICE

15 01 Office of the Administrator

A. Assignments of Functions.

1. Provide inexpensive farm insurance to low income rural families (8 U.S.C. 1601 et seq.). 7
2. Administer, in cooperation with State and local governments, a program of loans, grants, and subsidies for doctors and medical facilities located in rural communities (9 U.S.C. 1407-11).
3. Administer, in cooperation with State governments, a program of matching funds to promote health education in rural schools (9. U.S.C. 1412-29).
4. Administer, in cooperation with selected State governments, grants for the purpose of providing health education to economically and educationally disadvantaged adults in rural communities (9 U.S.C. 1430-49).
5. Evaluate agency program operations under the Acts and prepare annual report of operations.

B Availability of Information. Information concerning the Rural Health Service (RHS) programs may be obtained from RHS Regional Offices or from the Administrator, Rural Health Service, U.S. Department of Agriculture, Washington, DC 20250.

C. Regulations. Regulations governing the RHS programs may be found in Title 8, Code of Federal Regulations, Parts 101 through 139;

and Title 9, Code of Federal Regulations, Parts 401 through 404 and 406 through 413.

D. Historical Documents. For creation and major changes in the organization and mission of the Rural Health Service, see:

1. Rural Community Health Act of 1991 (9 U.S.C. 1401 et. seq.).
2. Secretary's Memorandum No. 1020-3 dated March 15, 1994.

INSTRUCTIONS FOR PREPARING APPENDIX B

- 1 Name of agency or staff office.
- 2 Agency code and appropriate unit code for each unit for which functional statements are prepared.
- 3 Assignment of Functions. This is the one heading that must be included for every unit, down to and including the division level. The purpose of the information appearing under this heading is to provide in as short, concise, and clear manner as possible, a description of the work for which the unit is responsible. This purpose should be the determining factor in making decisions concerning the organization, extent of detail, and wording used in describing assignments of functions.
- 4 Availability of Information. If the unit maintains information of public interest, a means of contacting the unit shall be described under this heading. If the unit is an agency and has rules published pursuant to the Freedom of Information Act (5 U.S.C. 552), these rules shall be cited. This heading is optional below the agency level.
- 5 Regulations. Units which have published regulations in the Code of Federal Regulations for governing programs of public interest shall cite these regulations under this heading. This heading is optional below the agency level.
- 6 Historical Documents. The laws, Executive Orders, Secretary's Memoranda, or Code of Federal Regulations that (a) established the unit and delegated the functional authority to the agency head and (b) resulted in major organizational or functional changes in the unit should

be cited under this heading. A description of documents with an introductory sentence is sufficient. This heading is optional below the agency level.

7 Functional assignments to agencies will be consistent with the delegation in 7 CFR Part 2. A CFR reference shall be cited for each function, as well as the law or other authority under which the activity is conducted. Legal citations are required only for the narrative statement for the office of an agency head and are optional below that level; they are, however, recommended.

APPENDIX C
STAFFING SUMMARY
(SAMPLE)
SUMMARY OF CHANGES
RURAL HEALTH SERVICE

CURRENT PROPOSED DIFFERENCE

PAY PLAN and FTEs FTEs FTEs

Grade

ES 0	2	2	
GM-15 0	2	2	
GM-14 -2	4	2	
Other	33	31	-2
Total	41	37	-4

ANNUAL COSTS

Salaries & Benefits \$1,292,000 \$1,066,000 -\$226,000

Other 244,000 214,000 -30,000

TOTAL \$1,536,000 \$1,280,000 -\$256,000

SUPERVISORY/

EMPLOYEE RATIO 1:7.5 1:6.5

INSTRUCTIONS FOR APPENDIX C

- 1 Name of Agency or Staff Office.
 - 2 List by grade, for all units identified.
 - 3 Summary of current FTEs for all units identified.
 - 4 Summary of proposed FTEs for all units identified.
 - 5 Difference between proposed and current FTEs.
 - 6 Summary of current annual costs, proposed annual costs, and difference between current and proposed annual costs FOR THE CURRENT FISCAL YEAR. Costs shall be broken down by "Salary and Benefits" and "Other". "Other" includes travel, supplies, and equipment costs related to the identified FTEs. A reduction in FTEs and salary and benefit costs usually results in a reduction in "Other" costs.
 - 7 Summary of current Supervisory to Employee Ratio and proposed Supervisory to Employee Ratio.
- * These numbers should equal the actual staff years before and after the proposed reorganization. Assume that all Senior Executive Service and Senior Level positions are filled when completing the FTE information.

APPENDIX D

INCIDENTAL TRANSFER AGREEMENTS SUBMISSION

The Incidental Transfer Agreement (ITA) should contain all the information necessary to identify the functions, employees, funding, property, space, and records which are being transferred. The ITA should contain the following attachments and information:

ATTACHMENT A - FUNCTIONS

This attachment should identify all the functions to be transferred.

ATTACHMENT B - STAFF YEAR CEILINGS AND PERSONNEL

The employment ceiling portion of this attachment should identify the full-time equivalents to be transferred for the current fiscal year and any other years for which a ceiling has been assigned. Senior Executive and Schedule C FTEs should be listed separately.

The personnel portion of this attachment should list the employees to be transferred by name, title, grade, and type of position.

ATTACHMENT C - FUNDING

This attachment should identify all funds to be transferred for the balance of the fiscal year and for any future fiscal years for which funds have already been appropriated.

ATTACHMENT D - PROPERTY, SPACE, AND RECORDS

This attachment should identify all records, personal property, and space assignments to be transferred. Preparing agency can either itemize all items to be transferred or specify that all items associated with the functions are to be transferred.

ATTACHMENT E - REGULATION AND DELEGATIONS

This attachment should acknowledge any regulations or delegations of authority to be transferred.

END